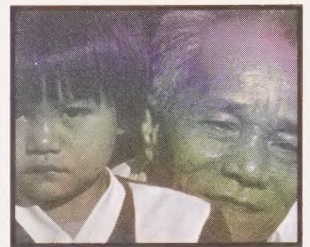


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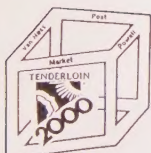


## *NORTH OF MARKET PLANNING COALITION TENDERLOIN 2000 SURVEY AND PLAN*

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July, 1992

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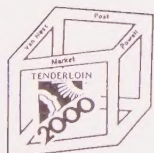
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**NORTH OF MARKET PLANNING COALITION  
TENDERLOIN 2000 SURVEY AND PLAN  
F I N A L R E P O R T**

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# INTRODUCTION

Welcome to the Tenderloin, one of the most diverse neighborhoods in San Francisco! Bordered by Post, Powell, Market Streets and Van Ness Avenue, this densely-populated multicultural district is home to 25,000 residents from all walks of life—from Southeast Asian and African American families, to downtown office workers and disabled veterans, from newborn babies to retired senior citizens. This fifty block area otherwise known as the *North of Market* also hosts a colorful local economy of ethnic restaurants, grocery stores, and small theaters.

Throughout its rich history, the Tenderloin has played an important role as a point of entry for new arrivals. A large supply of small apartments and single room hotels makes this vital community one of the last places low-income San Franciscans can afford to live. The Tenderloin has long provided social services for those in need, and a sense of belonging for those not accepted elsewhere.

The Tenderloin is sandwiched between Union Square to the east, Nob Hill to the north, the Civic Center to the west, and Market Street to the south. Over the years the Tenderloin has fought off intense redevelopment pressures on its borders.

Unfortunately, the Tenderloin's history is also characterized by public and private neglect, deterioration, and the social problems which plague most American inner-cities. A walk through the area reveals a community in distress: drug and alcohol abuse, violence, high unemployment, overcrowding, dilapidated buildings, and unpleasant streets are an everyday part of life.

Despite these challenges, Tenderloin residents have been working to make their neighborhood a better place in which to live for over a decade. Their determined efforts require the full, long-term support of the public and private sectors to ensure prolonged success. An infusion of needed resources, as well as changes in public policies, would help stabilize and revitalize this troubled community. Such a commitment would be an investment in the future of our children and the preservation of the diversity which makes San Francisco unique.

## **TENDERLOIN 2000**

***Tenderloin 2000*** is a ten-year plan which updates the North of Market Planning Coalition's original neighborhood needs assessment, ***The Tenderloin Tomorrow***. Over 2,400 community members, representing the concerns of families, diverse ethnic groups, merchants, local agencies, property owners, single working people, seniors, and a range of low-income individuals, have participated in the year-long planning process. The neighborhood was involved through multilingual surveys, "visioning" sessions, focus groups, task committees, interviews, and Town Hall meetings. [See *Appendix for details*]. As a compilation of this collaborative planning effort, this document presents the community's issues, desires and recommendations for their neighborhood. In order to effectively address complex problems and reach consensus, the community has created a comprehensive, long-range approach which includes 126 strategies covering everything from public safety to affordable housing. This plan represents the residents' ideal vision of what the Tenderloin should become by the year 2000. It is intended to serve as an action-oriented blueprint that will lead the neighborhood into the 21st Century. The Planning Coalition, other community groups, and the diverse residents will remain committed to implementing ***Tenderloin 2000*** until this ambitious dream becomes a reality.



# THE TENDERLOIN, THEN AND NOW



Courtesy of The Tenderloin Times

## THE EARLY DAYS

The Tenderloin has always been a mixed-use residential district.<sup>1</sup> From its first settlement by Native people in 3000 B.C. to the present day, the Tenderloin has always been a vibrant residential neighborhood. Having built their community upon sand dunes and marsh land in the 1860's, the early residents of Saint Anne's Valley would picnic at a large blackberry patch, now the site of Boeddeker Park. By the late 1890's, small mom-and-pop groceries shared the streets with swank nightclubs, saloons and fancy brothels, earning the area its early reputation as the "Uptown Tenderloin."

Soon after the devastating earthquake of 1906, the majority of the Tenderloin's existing residential hotels were built, spurred by the need to accommodate visitors to the Pan-Pacific International Exposition of 1915. Fashionable cabarets and taverns also returned. The single-room hotels, and the apartment buildings which soon followed, served as homes for performers, bohemians, and music and theater audiences for many years. The Tenderloin roared during the '20's, '30's and '40's as the heart of San Francisco's jazz and nighttime entertainment district.<sup>2</sup>

## POST-WAR YEARS

The post-World War II Tenderloin still teemed with night-life, but it also became the permanent home for scores of sailors, merchant marines, and women employed in the downtown retail and hospitality industries. During the World War II ship building boom, thousands of migrants from the south settled in the Tenderloin and found work in nearby ports. The tolerant atmosphere attracted San Francisco's first gay colony, in addition to other alternative lifestyles. This period marked the start of the Tenderloin's reputation as a compassionate community. In 1950, Saint Boniface Church opened Saint Anthony's Kitchen, serving 462,000 meals in its first year. Over the next few decades, the Tenderloin would become the center of San Francisco's numerous services for the poor.

By the 1960's, the Tenderloin's aging housing stock was beginning to deteriorate, and the area quickly became a low-income residential community. In addition to retired seamen, new groups migrated to the Tenderloin in search of low-cost housing. Spared the "urban renewal" of the '60's and '70's which razed other low-income San Francisco communities like the Fillmore, Western Addition and the South of Market districts, the Tenderloin absorbed displaced African Americans, European-American "skid-row" populations, and, in the '80's, the mentally ill who were



deinstitutionalized. The '60's counterculture found a niche amid this "non-conformist" district. A massive influx of senior citizens looking for the benefits of residential hotel life in the central city gave the Tenderloin notoriety as a "grey ghetto" where one out of three residents was over 65 years of age. The Tenderloin also remained an important gateway for new immigrants, particularly Greeks, East Indians, Italians, Pakistanis, Koreans and Filipinos.

During the 1970's, the Tenderloin declined physically, economically, and socially. The loss of the port and local entertainment industries eroded the Tenderloin's residential and commercial base. Banks stopped investing in the area. Absentee landlords allowed many buildings to deteriorate. Fires and real estate speculation left buildings vacant and abandoned. One out of three storefronts was empty.

The neighborhood's crime rate rose as well. In 1977, a *San Francisco Examiner* series branded the Tenderloin "Hell at Your Doorstep." One San Francisco supervisor condemned it as a "sleazy district...that is a disgrace to the city." Yet rather than attempting to arrest and reverse the decline, the Board of Supervisors claimed that this "crime-ridden jungle" was a hopeless waste of money. The Tenderloin became "the product of long-term, designed neglect on the part of the city and the private sector."<sup>3</sup> This situation was created by the need to designate a "dumping-ground" for unwanted individuals. The neighborhood also became the city's "red-light district," serving the growing tourist industry. Its low-income residents lacked the political clout to demand better conditions. Ignored, decayed, and strategically located on relatively inexpensive real estate, the Tenderloin was slated for private redevelopment by expanding downtown financial and tourist industries. By the end of the 1970's, the Tenderloin had lost thousands of residential hotel rooms to tourist conversions. Intense development pressures made the neighborhood's future as a low-income residential area look grim.

## THE TENDERLOIN TRANSFORMED

Invigorated by major demographic changes and inspired by grassroots activism, the Tenderloin was not lost to bulldozers or social decline. The 1980's was a decade of new hope for the neighborhood. In 1979, a fledgling community association, the North of Market Planning Coalition, published *The Tenderloin Tomorrow: A Comprehensive Plan for the Neighborhood*. The document's primary goal was "to make City Hall and the public aware that the Tenderloin is a permanent residential neighborhood with special problems and needs."

The next year, this newly organized community persuaded City Hall to pass an ordinance prohibiting the conversion of residential hotels to tourist use—the first legislation of its kind in the nation.



Courtesy of The Tenderloin Times

In 1980, three major luxury hotels were proposed for the Tenderloin's eastern border, causing hundreds of residents—many of whom were senior citizens—to take to the streets and Board of Supervisors' chamber to oppose this westward tourist expansion. In response, the City Planning Commission ruled that these hotels must contribute \$8.5 million for low-cost housing and jobs for neighborhood residents, another national precedent.

The hotels were built in spite of Tenderloin residents' protests. This prompted community activists to seek a long-term solution to encroaching development. They sought to remove incentives for speculation by convincing the city to down-zone the neighborhood, limiting commercial building heights to 330 feet, and limiting primarily residential buildings to 80 feet with ground floor retail.

Another long-term strategy to preserve the residential character was the creation of permanently affordable low-cost housing. In the 1980's the community established the Tenderloin Neighborhood Development Corporation, a nonprofit organization. TNDC used some of the luxury hotel mitigation money and other funds to purchase and rehabilitate 1,500 residential hotel and apartment units, and procured 1,300 units of federally subsidized Section 8 housing for the neighborhood.

Despite these local gains, the heavy loss of residential hotel units during the 1970's, the resulting rise in rents, a reduction in federal housing funds, and declining individual incomes helped trigger an explosive growth in homelessness nationwide. In 1982 the Planning Coalition organized the Homeless Task Force to press for more low-cost and emergency housing and support services.





Courtesy of The Tenderloin Times

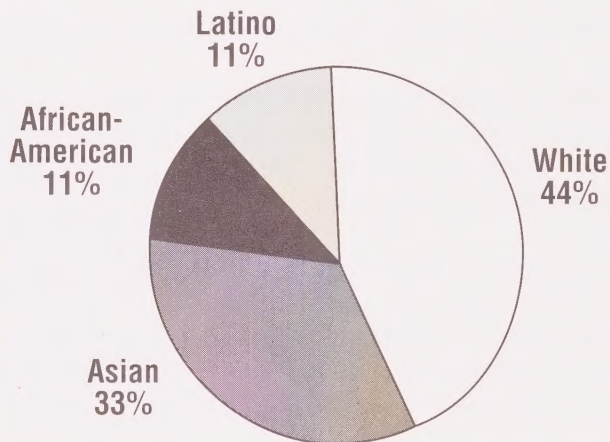
While the Tenderloin was organizing itself politically, a new group of residents began pouring into the neighborhood, bringing with them 5,000 children whose presence softened the Tenderloin's hard edges. In the 1970's, thousands of Southeast Asian families resettled in the neighborhood's cramped studios. Once a neighborhood of predominantly white aging men, 12,000 new immigrants from Vietnam, Cambodia and Laos, joined by growing numbers of Latino, African American and Ethiopian families, helped transform the Tenderloin into a rich multicultural neighborhood.<sup>4</sup> By absorbing a disproportionate amount of the city's new arrivals, the Tenderloin has become 300 times more crowded than the rest of San Francisco, second only to Chinatown in population density. The newcomers have replaced empty storefronts and porno palaces with neighborhood shops and inexpensive ethnic restaurants.

In 1980 there were no parks or playgrounds in the Tenderloin. Today Father Alfred Boeddeker Park is the most heavily used park in the city, MacAulay Park offers a patch of greenery in the concrete landscape, and construction of a new playground is underway, thanks to dedicated community efforts. These changes, from zoning to open space, brought needed improvements to a troubled area, and created a nucleus of indigenous leadership essential to neighborhood stability.

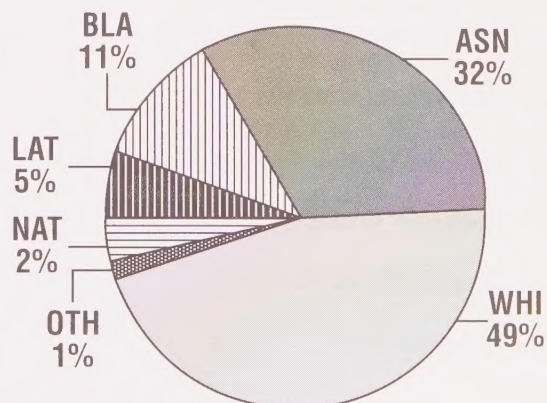


Courtesy of The Tenderloin Times

### ***Tenderloin Population Breakdown***



### ***Tenderloin 2000 Survey Respondents By Race***





Other signs of grassroots revitalization can be seen on the Tenderloin's streets. The community organized the "Heart of the City Farmers Market," managed by a former AFDC recipient and neighborhood resident. Numerous arts programs, small theaters, and cultural festivals have sprouted. The regular neighborhood cleanup efforts of the 1980's also reveal the threads of a healthy community, knit together by concern and commitment to a common future.

The massive influx of families, coupled with the formation of community institutions and leadership, inspired hope for a complete turnaround. By the late 1980's, however, the bottom-up revival was stalled by the ravages of crack, economic recession, AIDS, deteriorating housing and rising rents. The city, perhaps assuming the newcomers would "fix" the neighborhood, failed to commit funds to bolster fledgling and vulnerable businesses. This neglect has contributed to the skyrocketing number of business failures in the Tenderloin during the current recession.<sup>5</sup>

## THE FUTURE OF THE TENDERLOIN

In light of these changes, the North of Market Planning Coalition set out to survey the needs of the neighborhood's current population, research their concerns, and update its "Tenderloin Tomorrow" plan.

The purpose of the outreach was to find out what the community wanted to preserve, change and add to their neighborhood. The results of the Resident Needs Assessment Survey, representing five percent of all Tenderloin households, reveal important priorities for the future.

### A. Priorities, according to the survey:

- **Relatively Affordable Housing**
- **Exciting Social/Cultural Diversity**
- **Sense of Community**
- **Social Services and Non-Profit Community Organizations**
- **Convenient and Exciting Neighborhood-Serving Businesses**

### B. Most serious problems

*[See Table 1 on facing page.]*

### C. Things the Tenderloin needs more of

*[See Table 2 on facing page.]*

### D. Collective Vision

In describing their vision for the Tenderloin in the year 2000, community members revealed their values, which provide the basis for their plan.<sup>6</sup>

### Basic Values - *We dream of a neighborhood in which:*

- Residents transition out of poverty, but not out of the Tenderloin
- The Tenderloin is recognized by San Francisco as a family-oriented residential community entitled to appropriate levels of neighborhood services, amenities and respect
- The various residents, merchants and property owners are concerned, involved, united and in control of their collective destiny
- The community galvanizes its talents and achieves an indigenous neighborhood revitalization
- The quality of life and commerce greatly improve, while the existing diversity of residents can remain to enjoy these benefits

Long-time Tenderloin leader Reverend Glenda Hope of San Francisco Network Ministries captured the essence of this dream when she described her vision of the Tenderloin:

I want a safe neighborhood where people can walk alone any time they wish. The streets are tree-lined...There are a lot of window-boxes. Beautification and safety must go together. The trees won't survive unless people can walk the streets safely. I want a part of the neighborhood closed to vehicle traffic, a pedestrian mall for shopping and cultural events: a place where we can reach out and see each other without being bothered by vehicle exhaust. We would have pets here. The vet could be in the mall. Buildings could be well kept up...and painted by neighborhood people. Shops could stay open until seven at night to attract people here at later hours. One shop could be an outlet for neighborhood crafts like Laotian ethnic crafts, perhaps. Maybe it could be right next door to the bulk foods store. It should be a... magnet for the entire city. There would be a place, perhaps the ballroom of the Cadillac, for a low-cost movie and refreshments afterwards. All the porno shops could be gone, and in their place could arise some decent coffee shops where people could gather and feel comfortable and talk to their neighbors. All those things that contribute to beauty should be promoted, like courtyards. When people are surrounded by beauty, their internal beauty is enhanced by that vision, as well as their thoughts of what can be. That's my ideal Tenderloin in the year 2000.



E. Goal Statements

The strategies for achieving the vision are based on six top priority goals for the Tenderloin:

- I. Improve public safety
- II. Improve housing affordable to low- and moderate-income residents
- III. Revitalize the neighborhood economy

- IV. Improve the physical environment
- V. Provide needed health and human services to neighborhood residents, while limiting the amount of new social programs located in the Tenderloin
- VI. Enhance community involvement, pride and togetherness

The chapters which follow contain the objectives and specific strategies developed by the community to achieve these broad goals.

TABLE 1: Most Serious Problems

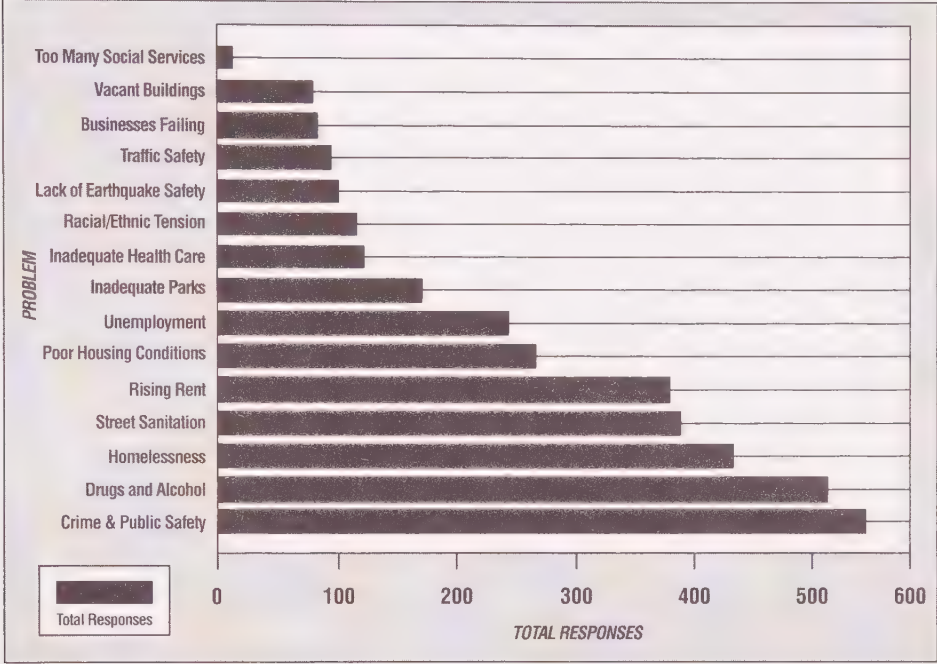
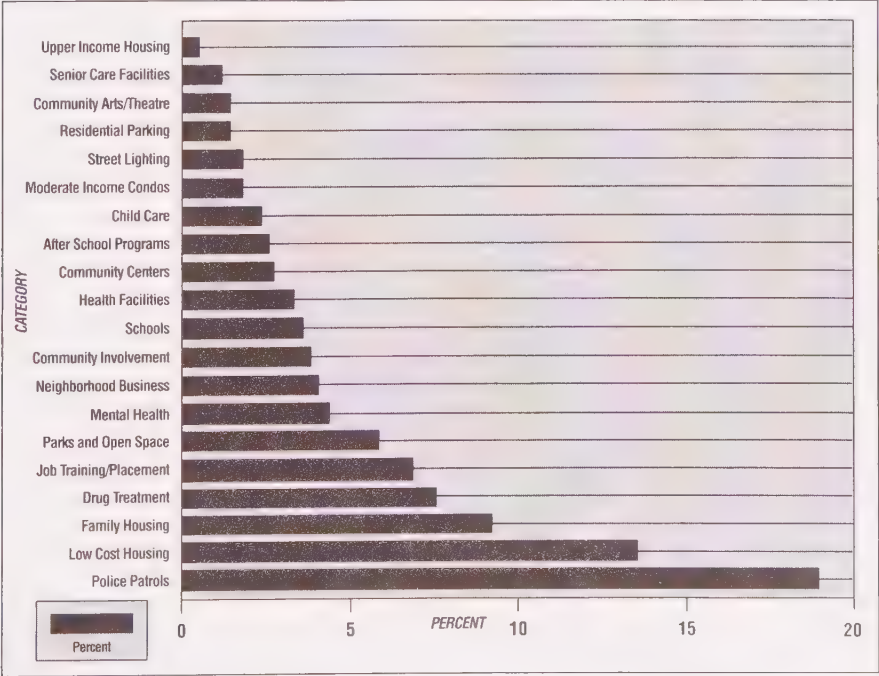


TABLE 2: Things The Tenderloin Needs More Of

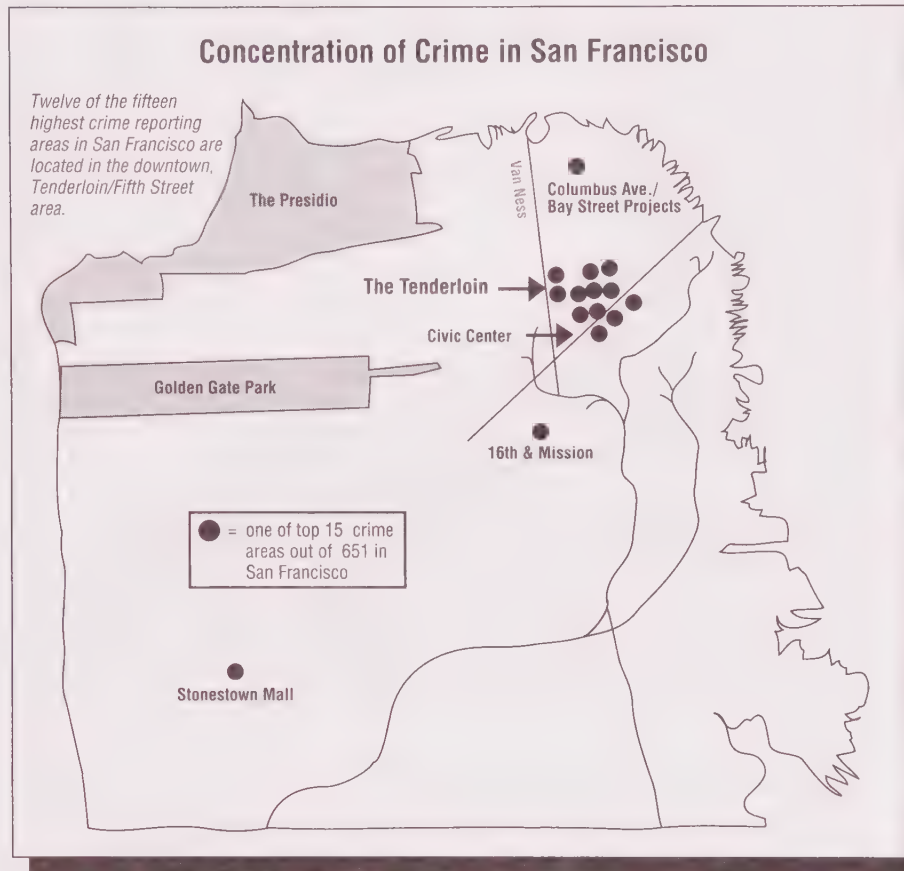


# I. PUBLIC SAFETY

## GOAL 1: IMPROVE PUBLIC SAFETY

The Tenderloin has the highest crime rate of any area of San Francisco. Residents are three times more likely to be victimized than other San Franciscans, facing an astounding yearly real crime rate of two crimes for every resident and

three major offenses per hour. And while the neighborhood contains only three percent of the city's population, it endures thirteen percent of the city's crime and the lowest ratio of police officers per reported crime.



### Total Reported Crimes: 1990\*

	Downtown Area	Rest of San Francisco	% of Incidents Downtown
Robberies	1466	7053	20.8%
Assaults	2371	12,340	19.2%
Thefts	6383	35,583	17.9%
Burglaries	1321	10,618	12.4%
Murders	10	102	9.8%
Rapes	83	419	19.8%
Others	12,556	53,966	23.3%
Total Reported	24,190	120,081	20.1%
Estimated % Reported	36.4%	36.4%	---
Estimated Total Crimes	66,456	329,892	20.1%

\* "Downtown" - area bounded by Van Ness, Sutter, Sansome and Mission. The Tenderloin is the core of this area, constituting 70% of the police reporting plots.



Many residents, including families and seniors, live in fear, withdrawing like prisoners into their tiny homes. This not only inhibits community involvement, but is cited in the resident survey as the number one reason for wanting to move out.

Crime also destabilizes the neighborhood economy. Not surprisingly, with rising crime rates chasing away customers, the number of vacant storefronts has tripled over the last ten years.<sup>7</sup>

Because the city has failed to abate a growing and persistent crime problem, many Tenderloin merchants and residents have wondered if the neighborhood is being used as a containment area for San Francisco's vice trades and "undesirable" elements. As an example, community members note that an estimated thirty percent of the city's parolees live in the Tenderloin—the highest concentration of any San Francisco neighborhood.<sup>8</sup>

With police officers often turning a blind eye to illegal street activity, the "TL" has developed a reputation as a "no man's land" where anything goes. According to police assigned to the neighborhood, the majority of the criminals arrested in the North of Market area do not have addresses within its borders.

Describing this crime-magnet effect, one resident recently complained that "the things that happen occasionally in Pacific Heights, Nob Hill and the Sunset are so prevalent here that everyone has accepted them as normal...we deserve and now demand the same safe and clean neighborhood as (other, more affluent areas)."<sup>9</sup>

Public safety can be enhanced by a combination of improved law enforcement, community mobilization, alcoholic beverage controls and street lighting.

### ***OBJECTIVE A: Institute an expanded program of community-oriented law enforcement***

Increasing the visible and proactive police presence would discourage criminal behavior. This concerted effort should be sustained until Tenderloin crime rates have been brought down to the city-wide average.

Law enforcement, however, is not a long-term solution to the root causes of crime. To prevent the "revolving door" effect, drug and alcohol treatment programs and job opportunities must be made available.

*[See Human Services and Economic Development sections.]*

### ***Law Enforcement Strategies:***

- A1. Maintain a permanent Tenderloin Police Station
- A2. Increase the number of foot patrols assigned to the Community Police Officer Program (CPOP), especially at night
- A3. Ensure that police actively enforce all laws, including statutes against narcotics trafficking, public drinking, disorderly conduct, public urination and blocking sidewalks and doorways
- A4. Establish multi-cultural sensitivity training for all officers assigned to the Tenderloin, and recruit bilingual persons of color as Tenderloin police officers
- A5. Increase application of Code Enforcement Task Force<sup>10</sup> on problem buildings and establishments

### ***OBJECTIVE B: Involve residents, merchants and agencies in crime prevention partnerships with law enforcement***

For more than a decade, the community has played an important role in undertaking innovative public safety efforts, such as "SafeHouses"<sup>11</sup>; constructive police-community relations established through the Crime Abatement Committee; and a campaign to reduce availability of fortified wines, organized by NOMPC's Safe and Sober Streets Committee. The community should continue to help deter crime by pinpointing "hot spots" for foot patrols and code enforcement, keeping logs of observed illegal activity and calls for service, organizing boycotts and filing lawsuits in small claims court against problem property owners and stores.

### ***Community Mobilization Strategies:***

- B1. Establish a Civilian Review Committee (residents, business and property owners, and agency representatives) to monitor the activities and effectiveness of the SFPD Tenderloin Task Force, recommend performance improvements and set law enforcement priorities.
- B2. Revive SafeHouses
- B3. Expand Senior Escort Program
- B4. Expand multi-lingual activities of San Francisco Safety Awareness For Everyone (SAFE), including:
  - safety education
  - Block Captain organizing for the entire neighborhood

- neighborhood anti-crime patrols
- neighborhood crime watches

B5. Designate areas around parks and recreation centers as “drug-free zones” with increased penalties for narcotics trafficking and public intoxication in these areas

***OBJECTIVE C: Improve Alcoholic Beverage Control (ABC) to reduce code violations and the saturation of liquor stores***

*ABC Strategies:*

- C1. Prohibit the issuance of new off-site alcohol licenses within 300 feet of an existing license, impose a permanent moratorium on the number of off-sale liquor licenses in the North of Market area
- C2. Monitor and enforce ABC regulations
- C3. Create city legislation which bans the sale of fortified wines

***OBJECTIVE D: Increase Street & Sidewalk Lighting***

The Tenderloin’s street lights are designed to serve drivers, not those whose primary path is the sidewalk. Once the sun goes down, the Tenderloin’s dark and shadowy sidewalks create a daunting environment that discourages foot traffic. Merchants close early and residents hurry home.

The recent “Light Up the Tenderloin Campaign” yielded some improvements, but as the results of the community survey show, much more is needed.

*Lighting Strategies:*

- D1. Increase wattage of street lights
- D2. Improve maintenance of existing street lights
- D3. Install high intensity “Old Tenderloin”-style pedestrian scale sidewalk lamp posts throughout the neighborhood
- D4. Actively publicize and implement a merchant/property-owner Perimeter Security Lighting program in which P.G.&E., in partnership with the city, provides free installation, rebates and discounted utility charges.
- D5. Require exterior lighting on all public facilities, buildings where agencies receive public funds, and all new building developments as a condition for permit approval



## II. HOUSING

### ***GOAL 2: PRESERVE, EXPAND AND IMPROVE HOUSING THAT IS AFFORDABLE TO LOW-AND MODERATE-INCOME RESIDENTS***

Preserving San Francisco's supply of low-cost housing is one of the most crucial issues for the 21st century. The North of Market neighborhood provides an essential source of housing for the city's low-paid workforce, public employees, and people with diverse ethnic backgrounds, incomes, and lifestyles. During the past decade, however, the Tenderloin's relatively affordable rental housing stock has been gradually shrinking.

Located in the heart of the city, the Tenderloin is caught in a dilemma. Once the area becomes a safer, more attractive place in which to live, then the increased demand for its housing units could raise property values and rents. This would lead to displacement of the existing low-income tenants and eventual gentrification. However, if the neighborhood's quality of life continues to decline, then the rate of transience, flight of stable residents, and vacancies will increase, leaving the Tenderloin ripe for redevelopment and gentrification.

Preserving residential hotels, monitoring luxury apartment and tourist hotel developments on the peripheries, stabilizing rents, developing permanently affordable nonprofit housing—especially for families—and carefully upgrading housing and street conditions are essential ingredients for ensuring that the benefits of the Tenderloin's revitalization are enjoyed by the residents for whom they were intended.

#### ***PRESERVATION***

##### ***OBJECTIVE A: Prevent the conversion of residential hotel units to tourist use***

The residential hotel lifestyle is a convenient, viable alternative for over seven thousand very low-income Tenderloin residents, including independent elders, single mothers, and transients. Forty percent of the neighborhood's 18,184 housing units are found in single-room occupancy hotels (SROs)—the highest concentration in the city.

Although the neighborhood contains one-third of all SROs in San Francisco, it also experiences the greatest threat to their preservation. Between 1970 and 1980, hotel owners

city-wide converted 8,000 residential hotel rooms to tourist use—a figure comparable to the number of homeless people living in the city's streets and shelters today. An estimated one third to one half of these homes were in the North of Market area, 1,000 of which were eliminated in 1979 alone.<sup>12</sup>

Since the Residential Hotel Conversion Ordinance was passed in 1980 (and strengthened in 1990), the Tenderloin has lost upwards of 2,085 rooms for permanent residents because of rampant violations and inadequate enforcement.<sup>13</sup> Protecting this dwindling yet essential housing resource would help stem the rise of future homelessness.

##### ***Residential Hotel Protection Strategies:***

- A1. Increase active monitoring and enforcement of the Residential Hotel Conversion Ordinance (RHCO) by the Bureau of Building Inspection (BBI), the City Attorney's Office, and the Planning Department
- A2. Redirect a portion of RHCO fines to BBI staff budget earmarked specifically for RHCO enforcement
- A3. Increase RHCO enforcement penalties
- A4. Increase financial incentives to own and manage low income residential hotels through the use of tax incentives, city utility rebates, and fee waivers

##### ***OBJECTIVE B: Prevent the loss of affordable rental apartment units***

The encroachment of high priced condos<sup>14</sup> and luxury apartment developments on the Tenderloin's borders is contributing to the slow transformation of the outer-Tenderloin to a higher rent area. The gentrifying ripple effect encourages numerous owners of residential hotels and apartments to engage in unscrupulous practices in order to replace long-time residents with higher-paying tenants. These tactics include harassment, excessive capital improvement passthroughs, deliberately keeping units vacant and allowing buildings to deteriorate until they are "uninhabitable" and thus legally qualified for conversion to non-residential use.<sup>15</sup> Additional displacement may result if local businesses start catering to higher-income renters and tourists.<sup>16</sup>

### *Apartment Conversion Prevention Strategies:*

- B1. Strengthen existing Apartment Conversion Ordinance to prohibit the conversion of permanent rental housing to time shares, corporate suites, bed and breakfast inns/guest houses, offices, and other de facto hotel or commercial use
- B2. Maintain strong limits on the number of condo conversions allowed annually
- B3. Monitor new upscale developments, transfers in ownership, and major renovations to ensure that they are consistent and compatible with neighborhood character and do not contribute to a net loss in surrounding affordability

### ***OBJECTIVE C: Replenish residential housing owned by Hastings College as permanently affordable; monitor Hastings' future expansion***

One corner of the neighborhood which the community has needed to keep a watchful eye on is the Civic Center area. In an effort to expand its campus and generate revenue, Hastings College of the Law has purchased nine Tenderloin properties. In its new role as developer and landlord, Hastings has deferred basic maintenance, taken more than 200 units of low-cost housing off the market, relocated and evicted more than 500 tenants, and is currently deciding the fate of its West Block properties behind closed doors. Because the law school claims exemption from municipal housing and zoning laws, their existing 167 units of low-income housing are also in serious jeopardy of being destroyed.

#### *Hastings Strategies:<sup>17</sup>*

- C1. Preserve and properly maintain the 167 Hastings-owned residential hotel and apartment units through acquisition, rehabilitation and management by a nonprofit housing development corporation
- C2. Replace the 85 housing units previously demolished at the Eureka & Philadelphia hotels with construction of comparably affordable family housing
- C3. Ensure that new developments comply with the zoning restrictions of the North of Market Special Residential Use District<sup>18</sup>
- C4. Utilize the vacant KGO building on Golden Gate Avenue for institutional/law school purposes, in accord with the original intent of the donation

### ***OBJECTIVE D: Protect existing Section 8 subsidized housing as permanently affordable to very low-income residents***

There are 906 for-profit owned units of federally subsidized housing located in the Tenderloin. Most of these units are at risk of becoming market rate in the next few years due to upcoming contract expirations, mortgage prepayment and Section 8 "opt-outs." If this were to occur, close to 1,000 low-income residents would be priced out of their housing.

#### *Section 8 Strategies:*

- D1. Support the efforts of the Coalition for Low Income Housing and the Redevelopment Agency's Subsidized Housing Preservation Group to ensure that all "at-risk" buildings in the Tenderloin are protected, and that tenants are aware, organized, and working toward self-management
- D2. In the long-term, the city should purchase the nine "at risk" for-profit-owned buildings and turn them over to nonprofit development corporations and/or to the tenants themselves

### ***OBJECTIVE E: Stabilize rent increases***

The Tenderloin's non-subsidized residential rents are neither "cheap" nor "affordable" to the majority of its residents. Rent levels have increased by 200 percent since 1978.<sup>19</sup> There are a number of factors which account for this, including the constriction of the rental housing supply, rampant real estate speculation, the city's "hotline hotel" program, an influx of large families, and the lack of vacancy control.<sup>20</sup>

Although rents in the North of Market neighborhood are slightly lower than in the rest of the city, the units are much smaller and in poorer condition.<sup>21</sup> In terms of affordability,<sup>22</sup> Tenderloin residents surveyed are already paying an average of 62 percent of their household incomes for rent. If their rents increased by an additional \$70 (or 24 percent), the average occupants report they would be forced to move. This 24 percent increase is anticipated as a result of mandatory seismic retrofitting alone.

#### *Rent Stabilization Strategies:*

- E1. Adopt a strong vacancy rent control ordinance
- E2. Amend the Capital Improvement Rent Passthrough Policy to extend the amount of time in which owners must amortize renovation costs so that the period reflects the length of time improvements last.<sup>23</sup>
- E3. Monitor and protect against illegal rent hikes, evictions and harassment



**OBJECTIVE F: Seismically retrofit Tenderloin unreinforced masonry buildings to the maximum safety level possible while preventing loss of low-income housing and permanent displacement of existing tenants<sup>24</sup>**

Forty percent of the Tenderloin's housing units are located in unreinforced masonry buildings (UMBs)—the highest concentration in the city. Built of brick and concrete without steel or other reinforcement, UMBs pose a serious threat to occupants and pedestrians in the event of a major earthquake. A large tremor could cause the loss of lives and damage 7,000 SRO and apartment units beyond repair. On the positive side, seismic rehabilitation could help upgrade the Tenderloin's aging housing stock for many more decades of use. However, without the proper safeguards, retrofitting could also cause significant tenant disruption, displacement, and an unaffordable increase in rent levels.

*Seismic Retrofit Strategies:* <sup>25</sup>

- F1. Secure adequate public financing for retrofit loans; interest-free loans should be made available to all UMB owners in exchange for enforceable 30 year rent stabilization agreements
- F2. Establish 10% annual cap on rent passthroughs<sup>26</sup>
- F3. Minimize tenant hardship during rehab work by:
  - encouraging retrofit work with tenants in place or temporarily relocated within the building
  - constructing or acquiring a multi-bedroom Tenderloin apartment building that would provide temporary relocation housing<sup>27</sup>
  - providing tenants with adequate relocation assistance<sup>28</sup>
  - establishing, funding and coordinating a Tenderloin-specific program of building-by-building monitoring and multilingual outreach to inform tenants of the situation and their rights
  - enacting temporary vacancy controls on UMBs
- F4. If the city deems demolition of a UMB absolutely necessary, then the Planning Department should ensure that one-for-one replacement housing at comparable rent levels is provided simultaneously as a condition for permit approval

## CONDITIONS

**OBJECTIVE G: Bring the Tenderloin's substandard housing conditions up to code without causing excessive or unjustified increases in rents: bring vacant residential buildings back onto the housing market**

The North of Market district contains the highest number of building code violations in the city.<sup>29</sup> Constructed prior to 1940, the neighborhood's buildings have fallen into disrepair, posing a serious threat to tenant health and safety.<sup>30</sup> The San Francisco Fire Department has declared the Tenderloin the city's worst neighborhood. More than 600 rental units presently sit vacant and boarded up as a result of fires, condemnation and abandonment. Dilapidated buildings, whether vacant or occupied, create a "blighted" image which attracts crime and deters neighborhood pride, visitors and investment.

Courtesy of Lance Woodruff Documentations



*Housing Rehabilitation Strategies:*

- G1. Establish a rental rehabilitation assistance program which provides grants and interest-free/deferred payment loans to building owners in exchange for long-term affordability agreements
- G2. Increase routine systematic inspections and code enforcement activity by the Bureau of Building Inspection, the Health Department, and the Fire Department



Courtesy of The Tenderloin Times

G3. If an owner of an occupied or vacant building refuses to correct chronic code violations which present a significant threat to tenant and public safety, then:

- the community should sue in small claims court
- the city attorney should file a lawsuit
- the city should make the necessary repairs and place a lien on the property to recoup the costs
- the city should place buildings under receivership<sup>31</sup>

G4. Establish a model for screening tenant applications to promote responsible hotel management

G5. Encourage residential hotel owners to create communal kitchens and common space to increase residential stability<sup>32</sup>

G6. Create legislation which discourages owners from keeping their buildings vacant and encourages appropriate use through fines and taxes

G7. Phase out remainder of “hotline” hotel system and return to permanent tenancy

G8. Increase tenant education, counseling & organizing

## DEVELOPMENT

### ***OBJECTIVE H: Develop affordable multi-bedroom housing for Tenderloin families***

There is a Vietnamese proverb which says that eating is a problem, but housing never is.<sup>33</sup> For the thousands of Tenderloin families who live in overcrowded and overpriced studios, this situation is reversed. Unable to afford more accommodating quarters, it is common for households of seven or more to suffer the stress of being cramped into a single room.

***Tenderloin 2000*** surveys reveal that most Southeast Asian residents enjoy living among their community and would remain in the neighborhood permanently if they had access to affordable housing units, basic family services, and a safer living environment.



**OBJECTIVE 1: Double the number of units of non-profit owned and subsidized housing<sup>34</sup> within ten years, augmenting the supply of the Tenderloin's total housing stock.**

Nonprofit housing development is a comprehensive solution to preserving and creating permanently affordable housing for families and other low and moderate income households, while simultaneously improving the neighborhood environment.

By removing units from the speculative market, nonprofits keep their monthly rents an average of \$150 lower. If nonprofits acquire a significant portion of the neighborhood's rental housing, rents may be stabilized at a lower rate.

While saving the Tenderloin for working class people, nonprofit housing development corporations (HDCs) have also been the only source of investment in the deteriorated core of the neighborhood.<sup>35</sup> HDCs have acquired and rehabilitated some of the worst slum hotels and run-down apartments and transformed them into safe, decent and truly affordable homes.

HDCs also promote neighborhood stability by encouraging self management, tenant screening, and a supportive community for their residents. In addition to enhancing street safety, HDCs play an important role in community economic development by renting their storefronts to desirable enterprises.<sup>36</sup> By providing below-market commercial rents, HDCs can also help preserve affordable goods and services. Future nonprofit development should be located in the Outer Tenderloin to create a buffer zone between the encroaching gentrification on the borders and the low-income housing stock in the core.

**111 Jones Street  
Family Housing Development  
(Under Construction)**



*Housing Development Strategies:* <sup>37</sup>

**Ten-Year Goals for Non-Profit Development:**

- I1. Construct 1,000 units of new multi-bedroom housing for Tenderloin families (1 project per year)<sup>38</sup>
- I2. Acquire and rehabilitate 1,000 units of existing apartments
  - Amend the Apartment Conversion Ordinance to allow HDCs to consolidate existing apartments into larger units for families, without requiring one-for-one replacement<sup>39</sup>
- I3. Acquire and rehabilitate 500 units of poorly managed and vacant buildings
- I4. Develop 200 units of tenant-sponsored home ownership opportunities such as limited-equity cooperatives for low- to moderate-income renters<sup>40</sup>
- I5. Increase the number of subsidized senior housing units city-wide; expand inter-generational projects in the Tenderloin

This program is ambitious, but attainable. However, given the limited organizational capacity and full portfolios of existing HDCs, the city should work with state and federal government and the private sector to:

- I6. Expand local funding sources for the affordable housing delivery system
- I7. Establish a revolving seed fund to land-bank Tenderloin properties, option sites and prepare development plans
- I8. Provide HDCs with increased administrative funding for development staff, property management and tenant services; provide adequate technical engineering and architectural assistance to small HDCs
- I9. Increase the availability of tax credits to encourage the formation of limited partnerships between private investors and HDCs

# III. ECONOMIC DEVELOPMENT

## GOAL 3: REVITALIZE THE NEIGHBORHOOD

The strength of the neighborhood is dependent upon the vitality of its small businesses. Contrary to popular perception, only one percent of the stores in the North of Market area are pornography related.<sup>41</sup> The Tenderloin's diverse local economy of over 700 establishments provides convenient goods and services to the residential community. Small businesses also provide the majority of new job and entrepreneurial opportunities for lower-income individuals.

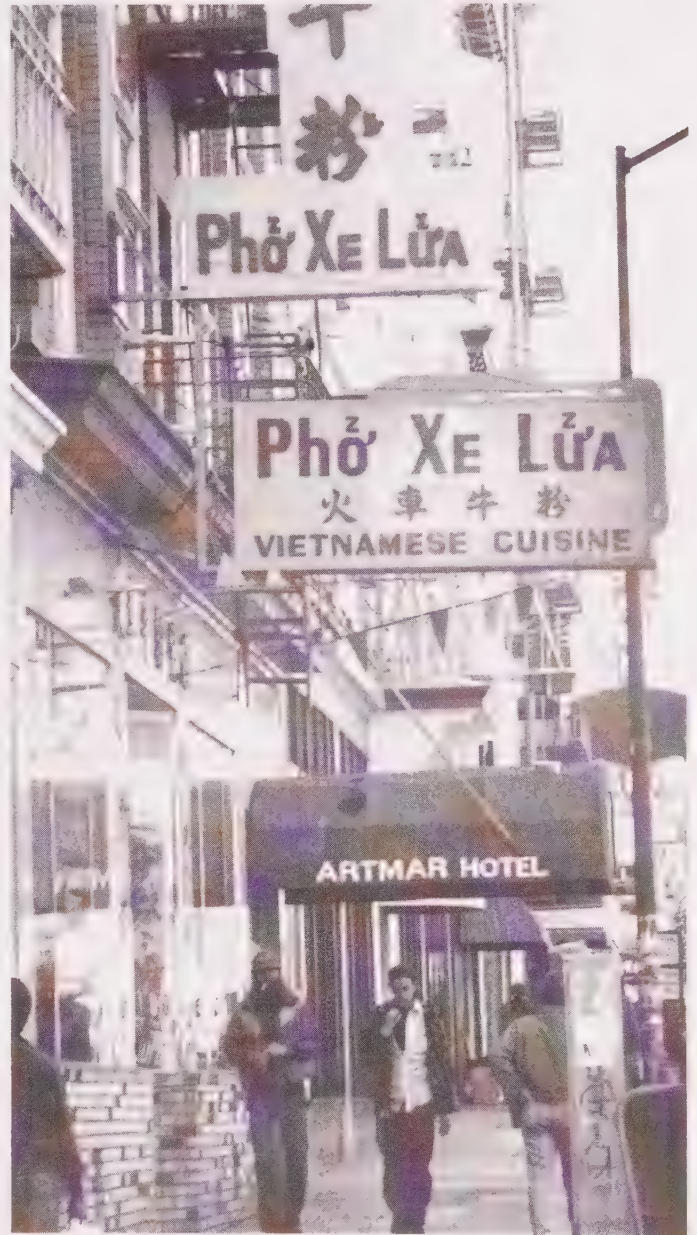
A look at current commercial trends reveals a business community in crisis. The number of vacant storefronts have increased by seventy-two percent since 1988,<sup>42</sup> reflecting an economic depression in the Tenderloin's core. Merchants surveyed attribute these high failure rates to crime, drugs, poor sanitation, negative public image, and shrinking disposable incomes of residents as rents continue to rise.<sup>43</sup> Merchants also feel overburdened by the city's social problems. Yet unlike other troubled communities, the Tenderloin neighborhood has never benefitted from a city economic development assistance program.<sup>44</sup>

In addition to needed improvements in the physical environment and public safety, commercial revitalization of the distressed local economy could be achieved through a program of small business development assistance, business attraction, and neighborhood promotion.

### ***OBJECTIVE A: Retain, strengthen and expand existing small businesses and create new business opportunities for indigenous entrepreneurship***

An infusion of small business development assistance, both technical and financial, would help save viable establishments and nurture aspiring entrepreneurs. Ninety-seven percent of the Tenderloin merchants polled have never received any support services from government or non-profit groups. Struggling merchants often fail because of poor planning, marketing, managing, bookkeeping, merchandizing, and an inability to access capital. Seventy-seven percent of merchants surveyed indicate a desire for professional business advice and training. Similarly, although a majority of survey respondents expressed an interest in business loans, only 14% have ever acquired one.

Despite the wide assortment of city-funded agencies that offer small business support and advocacy in San Francisco, none of them focus on the Tenderloin as their top priority. The neighborhood lacks the facilities and institutions to carry out major revitalization efforts.



Courtesy of The Tenderloin Times, Photo by Phil Head



### *Small Business Development Strategies:*

- A1. Establish a Tenderloin Business Assistance Center in which existing city agencies and resources are funneled into the neighborhood to provide “one-stop” comprehensive support for local merchants and aspiring entrepreneurs.<sup>45</sup> Services would include one-on-one counseling, business planning, loan packaging, regular classes and workshops. A “small business incubator” would also be established within the facility.<sup>46</sup> In addition, the Center would function as a base for merchant outreach, organizing and further planning.
- A2. Establish a Tenderloin Economic Development Association (TEDA) to advocate for neighborhood business needs, provide staff support to merchant associations, ensure that merchants have access to business management expertise and loan capital, promote the Tenderloin neighborhood, package incentives to invite targeted enterprises to locate in the area, and administer commercial revitalization projects and loan programs
- A3. Actively publicize the benefits of Enterprise Zone status to existing and prospective Tenderloin businesses
- A4. Establish a Tenderloin small business development grant and loan fund to provide start-up, working, seismic retrofit, and business expansion capital
- A5. Monitor bank compliance with the Community Reinvestment Act (CRA) in the Tenderloin and conduct CRA challenges when banks are not honoring their commitments. Lending institutions should be encouraged to contribute more low interest capital to revolving loan pools.

### ***OBJECTIVE B: Target and attract new businesses that can help bring customers into the area and that residents need and desire***

While vacant storefronts attract crime and discourage investment, these spaces also provide 158 opportunities to build upon the Tenderloin’s strength as a multicultural center for ethnic goods and the arts. Growing concentrations of ethnic business clusters have emerged in various parts of the North of Market area, and today number over 250 minority-owned enterprises.<sup>47</sup> The strong presence along Larkin and Ellis Streets has the potential to develop into a permanent Southeast Asian business district with popular eateries, markets, herbalists, cafes, folk arts, and international trade.

A strong nucleus of Tenderloin arts programs has also developed over the last decade.<sup>48</sup> The creation of additional performing arts spaces, housing for artists, galleries, bookstores and ethnic businesses would provide the Tenderloin with a positive identity as a multi-cultural entertainment district. This would help draw needed customers and enterprises into the area.

### *Target Industry Strategies:*

- B1. Attract neighborhood-serving retail enterprises identified by residents in the community survey, such as a supermarket; discourage the expansion of “red light” businesses
- B2. Target and attract a variety of nighttime uses for the Tenderloin such as cafes, nightclubs, newsstands, and restaurants
- B3. Nurture the growth of existing ethnic business clusters; develop a Southeast Asian Import-Export Marketplace
- B4. Encourage the formation of additional performing arts spaces and cultural facilities in nonprofit owned buildings and vacant storefronts
- B5. Transform a vacant building into the Tenderloin Arts Center with a combination of artist housing, performing spaces, workshops or other cultural uses
- B6. Attract new businesses to bolster key commercial strips strategically linked to pedestrian access points.<sup>49</sup>

### ***OBJECTIVE C: Reverse the Tenderloin’s negative public image by promoting its unique, positive aspects***

The economic success of the Tenderloin depends on improving its public image. The media has historically painted a one-sided picture of the Tenderloin as a “cesspool” of transients, hookers, junkies and thieves. By emphasizing the negative aspects, the press has neglected to portray the much overlooked strengths which the area has to offer. A concentrated public relations campaign is needed to highlight the neighborhood’s festivals and businesses and help present a more balanced view of the community.

- C1. Establish a business promotion fund to develop a public relations/marketing campaign for the Tenderloin.<sup>50</sup>

## IV. PHYSICAL ENVIRONMENT

### GOAL 4: IMPROVE THE PHYSICAL ENVIRONMENT

#### **OBJECTIVE A: Enhance pedestrian safety and commerce by mitigating traffic**

After a young Laotian girl was killed by a speeding hit-and-run driver, the sixth pedestrian fatality in a three month period in 1985, the community was alerted to the alarming rate of accidents plaguing the Tenderloin's streets. *Tenderloin Times* investigations have revealed that pedestrians are twice as likely to be hit by cars in the Tenderloin as they are in any other San Francisco neighborhood. An average of nine accidents per month is the Tenderloin norm—almost the same as for the entire city of Berkeley. One third of the victims are children or seniors. Most of the accidents are the fault of the driver, the majority of whom are non-residents.

Drivers treat the Tenderloin's corridors as high-speed freeways, with little concern or awareness of the vulnerable residential and business community which surrounds them. More than one in four accidents is a hit-and-run.

The streets of the North of Market area are designed to carry high volumes of traffic quickly through to downtown, and not for the people who live or shop in the neighborhood. In addition to promoting unsafe speeding, the neighborhood's busy one-way thoroughfares destabilize the community by encouraging drug trafficking, raising noise and air pollution levels, and discouraging visitors from stopping and shopping.<sup>51</sup>



Courtesy of The Tenderloin Times

Past community efforts have won a number of improvements, such as the installation of some additional crossing signals, speed limit signs, one crossing guard, and staggered light changes. Nonetheless, the problem of fast, lawless traffic persists. More needs to be done to ensure that the Tenderloin's streets serve the neighborhood first, and the city second.



Courtesy of The Tenderloin Times

#### *Traffic and Transportation Strategies:*

- A1. Convert north-south streets between Mason and Polk and east-west streets between Golden Gate and O'Farrell to local two-way streets, with one lane going each direction<sup>52</sup>
- A2. De-synchronize traffic lights, increasing stoplight duration to the number of seconds required for a senior or mobility impaired person to safely cross the street
- A3. Implement a "no turn on red" policy; prohibit left turns in certain locations
- A4. Install speed tabs and mini-bumps



- A5. Install traffic signs which alert drivers to pedestrian crossings and the presence of children
- A6. Increase enforcement of speed limits and illegal turn restrictions
- A7. Significantly increase the number of pedestrian “walk/don’t walk” crossing signals at busy intersections
- A8. Hire more crossing guards
- A9. Increase traffic safety awareness, especially in kindergarten and elementary schools
- A10. Provide needed street and sidewalk repaving, repairing and widening
- A11. Install additional bus shelters along frequently-used transit lines
- A12. Increase disabled para-transit van service
- B3. Expand Civic Center Garage and install an access ramp for Farmer’s Market trucks
- B4. Create diagonal parking on converted 2-way streets
- B5. Change parking meter rates: more time for less cost
- B6. Establish a preferential parking program for residents

### ***OBJECTIVE B: Preserve and increase parking for neighborhood residents, merchants, and visitors***

Parking in the Tenderloin is a resident’s nightmare and a meter maid’s dream. New developments have drastically reduced offstreet parking, while an influx of families to the neighborhood has brought more auto ownership. In addition, demand for parking by people working and shopping in the surrounding areas has increased. The Tenderloin is expected to lose another 720 spaces in the next three years to new developments.<sup>53</sup>

Unlike other mixed-use residential neighborhoods, the Tenderloin’s streets are lined with expensive half-hour, or one hour parking meters. Monthly off-street parking prices, which average \$130, are out of reach for low-income families. There is no neighborhood parking permit program nor any other publicly supported parking service for local residents. There are also no publicly supported parking facilities for central Tenderloin merchants, many of whom rely on attracting customers from outside the area.

#### ***Parking Strategies:***

- B1. The Department of City Planning should give serious consideration to the loss of parking when reviewing development proposals; replacement parking should be provided; subterranean garages should be strongly encouraged, and in the case of nonprofit housing developers, financially subsidized
- B2. Earmark parking revenues generated within the North of Market area for the creation of an additional public parking garage<sup>54</sup>
- C1. Department of Public Works (DPW) should provide better and more frequent street cleaning, trash collection and maintenance of public streets/ sidewalks
- C2. Install additional mid-block litter receptacles
- C3. Increase DPW enforcement of private responsibility for sidewalk sanitation
- C4. Establish a merchant sidewalk steam-cleaning program<sup>55</sup>
- C5. Promote community involvement in regular neighborhood clean-up efforts such as the Tenderloin Improvement Project and the YMCA graffiti removal program
- C6. Install, monitor and maintain quality permanent public toilets carefully designed to prevent abuse.

### ***OBJECTIVE C: Improve street and sidewalk sanitation***

The visual appearance of the Tenderloin’s streets affects the way residents feel about their neighborhood and how outsiders perceive the area. Because of the high volume of cars and people using the streets, inadequate public maintenance, and a handful of negligent merchants and property owners, the Tenderloin’s physical landscape presents a run-down look. All too often, the innate architectural beauty of the buildings is hidden by deterioration and graffiti. Like a downward spiral, dirty streets and vacant properties encourage more littering and discourage visitors from taking advantage of what the Tenderloin’s small businesses have to offer. In order to reverse this cycle of decay and spur neighborhood pride, residential stability, private rehabilitation and commercial revitalization, a program of sanitation and beautification improvements is essential.

New pedestrian amenities such as trees, landscaping, bus stops, and public toilets should be carefully designed to discourage negative street activity and prevent vandalism. Community input and placement in design and placement of sidewalk improvements is essential for long-term success.

#### ***Sanitation Strategies:***

- C1. Department of Public Works (DPW) should provide better and more frequent street cleaning, trash collection and maintenance of public streets/ sidewalks
- C2. Install additional mid-block litter receptacles
- C3. Increase DPW enforcement of private responsibility for sidewalk sanitation
- C4. Establish a merchant sidewalk steam-cleaning program<sup>55</sup>
- C5. Promote community involvement in regular neighborhood clean-up efforts such as the Tenderloin Improvement Project and the YMCA graffiti removal program
- C6. Install, monitor and maintain quality permanent public toilets carefully designed to prevent abuse.

**OBJECTIVE D: Increase neighborhood beautification and restoration of the buildings' unique architecture**



**Neighborhood Beautification Strategies:**

- D1. Establish and enforce Bureau of Building Inspection codes for appearance of vacant or poorly-utilized storefronts and buildings<sup>56</sup>
- D2. Establish a Tenderloin Commercial Storefront Facade Improvement Program to include: free technical design assistance, low-cost loans for remodeling and merchandising, matching grants for certain supplies, and free paint<sup>57</sup>
- D3. Study the potential impacts of designating the Tenderloin as a historic district on the state and national registers<sup>58</sup>
- D4. Increase planting of trees along Tenderloin streets to soften the environment & help buffer traffic noise
- D5. Encourage and create attractive landscaping
- D6. Develop an Urban Design Plan for the Tenderloin to include a coherent design motif and a neighborhood symbol which reflect the area's positive historic and multicultural identity
- D7. Install public art such as sculptures, showcases displaying neighborhood talent, murals, and colorful decorations such as street banners, or emblems<sup>59</sup>
- D8. Establish a sense of entry into the neighborhood at key pedestrian access points and commercial corridors by erecting artistic gateways.<sup>60</sup>

**HOUSING PROGRAMS FOR THE HOMELESS 1988-1991**

★ **Multiservice Centers**

1. 5th & Bryant Streets, 200 BEDS
2. Polk Street & Geary Blvd., 200 BEDS
3. Richmond Hills, 40 BEDS

▲ **Housing for Persons With Psychiatric Disabilities**

4. Midori Hotel, 240 Hyde Street, 77 ROOMS
5. Eldorado Hotel, 150 Ninth Street, 57 ROOMS
6. Washburn Hotel, 38 Washburn Street, 24 ROOMS
16. Baker Places, 484 Oak Street, 10 BEDS
17. Progress Foundation, 1272 S. Van Ness, 12 UNITS
18. Progress Foundation, 650 Webster Street, 8 BEDS
19. Chateau Agape, 827 Guerrero Street, 25 BEDS

● **Housing for Homeless or Abused Women, Runaway Youth and Families**

7. Guerrero House, 899 Guerrero St., 20 BEDS
8. Hospitality House, 61 Moss Street, 12 BEDS
11. Innovative Housing, 2380 Folsom Street, 16 BEDS
12. Nailah House, 1301 Revere Street, 12 BEDS
13. Rosalie House, 850 Hayes Street, 20 BEDS

✚ **Housing for Persons With Substance Abuse Problems**

9. Phoenix House, 1601 Quesada St., 30 BEDS
10. Sojourner House, 1724 Bryant Street, 12 BEDS
14. Walden House, 890 Hayes, 74 BEDS
15. Delancey Street, Brannan and First Sts., 117 ROOMS

■ **Housing for Homeless Single Men**

20. Cambridge Hotel, 473 Ellis Street, 60 UNITS
21. San Cristina Hotel, 1000 Market, 59 UNITS
22. Knox Hotel, 241 6th Street, 140 UNITS
23. Episcopal Sanctuary, 701 Natoma, 104 UNITS
24. Innovative Housing, 733 Baker Street, 12 BEDS
25. Sunnyside Hotel, 135 6th Street, 51 ROOMS
26. Jefferson Hotel, 440 Eddy Street, 72 ROOMS
27. Senator Hotel, 519 Ellis Street, 87 UNITS

◆ **Housing for Persons With AIDS/ARC**

28. Hope House, 220 Dolores Street, 12 BEDS
29. Peter Claver House, 1340 Golden Gate, 32 BEDS
30. Hospice by the Bay, 141 Leland Avenue, 51 ROOMS



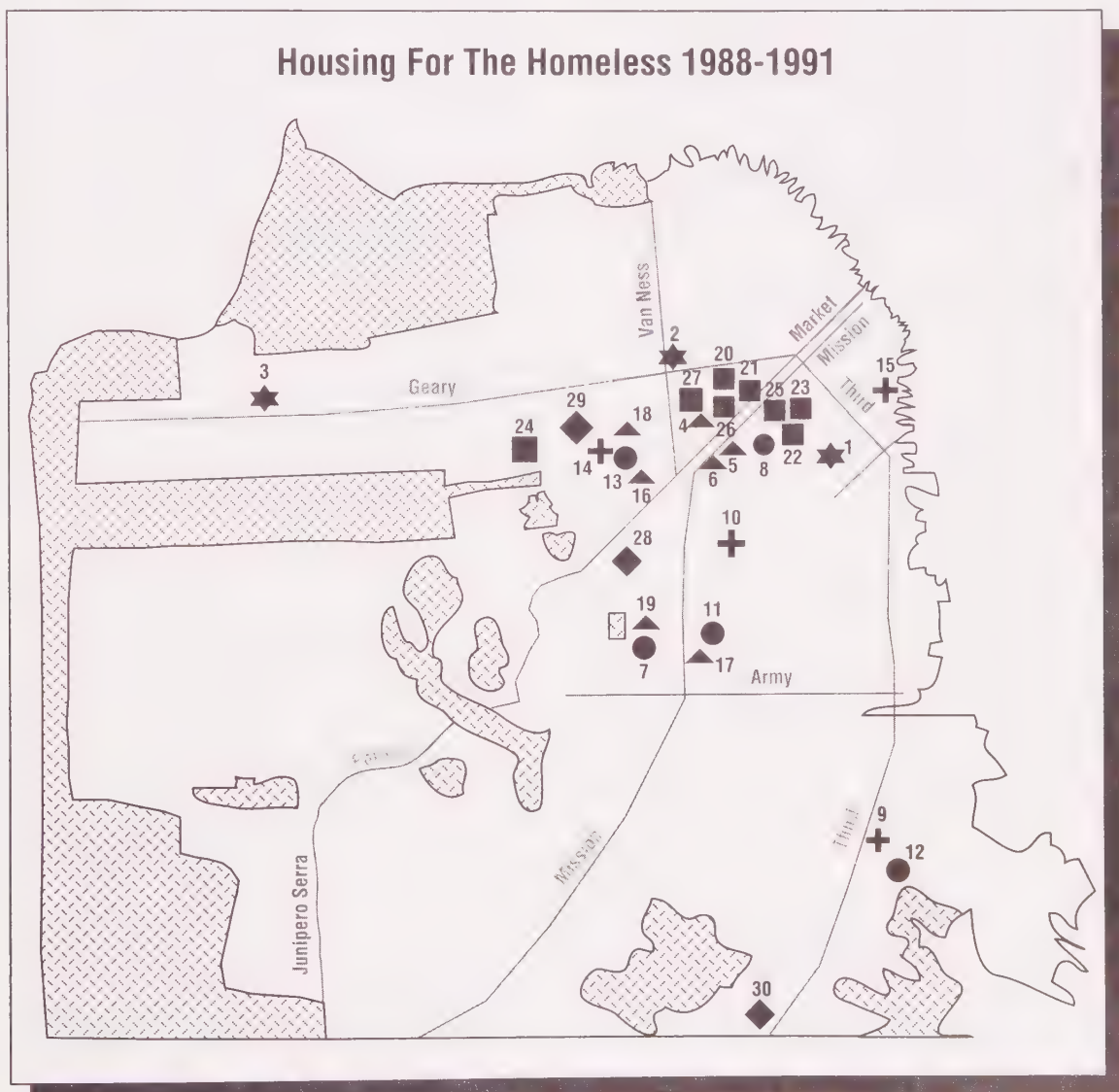
## V. HUMAN SERVICES

### ***GOAL 5: PROVIDE NEEDED HEALTH AND HUMAN SERVICES TO LOCAL RESIDENTS, WHILE LIMITING ADDITIONAL PROGRAMS PLACED IN THE NEIGHBORHOOD***

The Tenderloin has the highest concentration of people with special needs in San Francisco: the frail elderly, mentally ill, physically disabled, homeless (both in shelters and living outdoors), I.V. drug and other substance abusers, impoverished refugee families, unemployed adults, people on public assistance, and the second highest incidence of AIDS. Many of the residents live below the poverty level. The estimated median income is \$12,488—only 40% of the city-wide average.

The Tenderloin has the highest concentration of social services in San Francisco. Most of these programs originally

located in the Tenderloin to assist its residents. In addition, free food, emergency shelter and other services draw tens of thousands of clients daily from throughout the county. Most of the Tenderloin's sixty agencies are clustered in a small geographic area of the neighborhood. The result is a compaction of troubled populations without proper economic opportunity and adequate treatment programs. The prevalence of alcohol, drugs, and criminal behavior on the crowded streets of the Tenderloin further impedes rehabilitation for those who seek it. This over-saturation of indigent services has a negative impact on an already distressed business and street environment.



If the Tenderloin is to continue to develop as a viable residential and commercial district, then it can no longer sustain additional human services and temporary housing projects for nonresidents. The city should recognize that the Tenderloin and other disproportionately burdened communities such as the Mission and South of Market have done more than their fair share to combat society's problems. This responsibility should be spread evenly throughout the city and region.<sup>61</sup>

*Social Service Strategies:*

- A1. Create enforceable legislation which requires every neighborhood in San Francisco to absorb its fair share of city-wide indigent services and very low-income/special user housing<sup>62</sup>
- A2. Existing agencies should reduce long outdoor lines of clients by phasing service delivery and providing indoor waiting areas
- A3. Establish a conditional review process for approval of special-need housing and social services proposed for the Tenderloin. Review should be based on the following community criteria:
  - socio-economic impact on the immediate surroundings within a 1,000 foot radius, considering physical compatibility and amount of services already present
  - demonstrated intent to serve residents rather than city-wide client base
  - proven track record of sponsoring agency
  - management participation in neighborhood issues
  - employment opportunities which give first-source hiring preference to neighborhood residents
- A4. Ensure that comprehensive drug and alcohol detoxification treatment & maintenance is available to all community members upon demand <sup>63</sup>
- A5. Establish a 24-hour physical and mental health clinic in the Tenderloin, including adequate total preventative health care and prenatal care
- A6. Adequately fund community-based residential board and care homes for the mentally ill located throughout the city; stabilize funding for Tenderloin Self-Help Center
- A7. Support and expand AIDS education and prevention efforts of the Tenderloin's Community Health Outreach Workers
- A8. Increase availability of quality subsidized in-home caregivers for the Tenderloin's frail seniors, physically disabled, and AIDS patients
- A9. Develop on-site social worker programs for buildings with high need tenants, particularly those owned by community-based non-profit housing corporations
- A10. Promote full employment for Tenderloin residents by creating a comprehensive employment development program<sup>64</sup>
- A11. Maximize use of existing health and human services by expanding outreach efforts



## VI. COMMUNITY FACILITIES

### **GOAL 6: ENHANCE COMMUNITY INVOLVEMENT, COHESION, AND SERVICES**

Despite the odds, the people of the Tenderloin have been building bridges between diverse ethnic, age and lifestyle groups for over a decade. Regular neighborhood celebrations have filled the streets with color, music and warm smiles.

Unlike other San Francisco neighborhoods, the densely-packed Tenderloin is lacking in open space and in facilities for recreation and educational purposes. Instead, coffee shops, alleyways and street corners have served as informal gathering places where the sense of community is formed.

Children and teens suffer the most from insufficient open space and community facilities.<sup>65</sup> Without adequate and safe places to play, cramped hallways and busy streets have become playgrounds. Skirting dangerous traffic and crime, the Tenderloin's kids are forced to grow up too quickly. The Tenderloin's expanding population of teenagers is increasingly engaging in undesirable behavior for lack of constructive alternatives. Thanks to community efforts, a new playground and recreation center is being constructed on Ellis Street to help fill this void.<sup>66</sup> Youth programs, however, remain under-staffed.

#### **OBJECTIVE A: Expand community facilities and events**

##### *Community Development Strategies:*

- A1. Establish a large publicly-funded neighborhood Multicultural Center<sup>67</sup>
- A2. Increase neighborhood festivals and cultural events
- A3. Improve communication among Tenderloin nonprofit agencies, residents, merchants, and building managers by increasing issue-specific coordination, installing community announcement boards, and publishing neighborhood event announcements
- A4. Increase resident participation in neighborhood decisions and improvement campaigns.

#### **OBJECTIVE B: Expand open space and recreation opportunities**

##### *Open Space & Recreation Strategies:*

- B1. Create a program for converting alleys to constructive uses such as community gardens, plazas, and art galleries.<sup>68</sup>
- B2. Consider rooftops and vacant lots for permanent and interim use as playgrounds, gardens, and mini-parks
- B3. Require open space and community facilities in all new housing developments and major rehabilitation work projects
- B4. Maximize use of existing parks by increasing maintenance, sanitation, security, programs and events
- B5. Create sidewalk "mini-plazas"<sup>69</sup> in select locations.

#### **OBJECTIVE C: Expand educational and child development opportunities.**

The Tenderloin needs a neighborhood grade school. The Tenderloin has one of the highest concentrations of elementary school-age children in the city. Approximately 1,200 kids are bused to 41 different schools throughout San Francisco.<sup>70</sup> Parents, many of whom have difficulty with English, often feel disconnected from their children's school, both physically and psychologically. A Tenderloin grade school would encourage residential permanence, and provide a focal point for families to come together and work on issues of common concern.

Finally, the Tenderloin is experiencing a shortage in childcare. Although 364 subsidized daycare spaces are currently available and an additional 150 spaces are on-line for next year, the most recent survey estimates that there are 1,600 low-income children in need of childcare.<sup>71</sup> The average

waiting period is two years. Efforts to stabilize and expand the community's hard-won child development centers continue. Residents feel that satisfying the needs of children is an important investment in the neighborhood's future.

#### *Education & Youth Strategies:*

C1. Establish a Tenderloin grade school

C2. Fully fund existing childcare to increase the number of subsidized spaces available

C3. Enhance and expand existing after-school and summer recreation programs for Tenderloin youth

C4. Enhance and expand teen job programs and employment opportunities.



## **MAKING IT HAPPEN**

Tenderloin residents view the problems facing their neighborhood as intertwined. To improve the quality of life, community members consider public safety, affordable housing, economic development, physical environment, human services and community facilities as equally important priorities. The community realizes that it is requesting additional services at a time when the city is facing a serious budget shortfall. However, since this plan represents a vision to be realized over the next ten years, the community does not expect overnight miracles.

As the primary neighborhood planning and advocacy organization and a lead coordinator of the Mayor's Tenderloin Task Force, the North of Market Planning Coalition will bring

together diverse groups in the community to work with city departments, elected officials and the private sector to create short-range implementation strategies. These detailed plans will be guided by tangible goals, and will outline the specific locations, steps to take, timetables, staff and funding required to realize these objectives. NOMPC will update these plans annually to monitor progress towards implementing the entire ***Tenderloin 2000*** mandate.

The success of this ambitious undertaking hinges on commitment from the city, the state, the federal government, the private sector, and the community. We invite you to join us in preserving and improving this vital neighborhood in the heart of San Francisco. The work is just beginning.



# APPENDIX

## *End Notes*

1. This historical information has been gleaned from the Tenderloin Ethnographic Research Project conducted by Central City Hospitality House in 1978, supplemented by testimonies of longtime neighborhood residents.
2. Gumshoe detective novelist and resident of 620 Ellis Street Dashiell Hammett set his adventures of Sam Spade in the speakeasies of the Tenderloin, while through the thirties and forties residents such as Billie Holliday were showcased at the Blackhawk Club on Turk Street (otherwise known as the “Jazz Corner to the West”). After-hours jam sessions with Charlie “Bird” Parker were happening at the Musicians Union on Jones Street, and Benny Goodman’s Big Band Orchestra frequented Blanco’s Cotton Club, today the Great American Music Hall. Popular eateries such as Original Joe’s on Taylor Street were packed with bustling nighttime crowds.
3. The Tenderloin Tomorrow: A Comprehensive Plan for the Neighborhood. Written by Melinda Marble for the North of Market Planning Coalition, November 1979.
4. The presence of the fastest growing population of children in San Francisco counters the Tenderloin’s negative image and creates an impetus for public investment.
5. “1991 Storefront Inventory,” Tenderloin Youth Advocates
6. These underlying themes are contained in the personal interviews, “Visions of the Tenderloin, Volume 2.”
7. Crime Abatement Committee, September 4, 1991
8. Eizo Kobayashi, Parole Administrator, San Francisco Department of Parole
9. Betty Mangual, addressing San Francisco Police Commission, November 1990
10. The Code Enforcement Task Force is a coordinated effort between the Bureau of Building Inspection, the Department of Public Health, the Police Department, and the City Attorney formed to “clean up” crime-ridden, unsanitary or other hazardous buildings or establishments.
11. SafeHouses are storefronts and building lobbies which display prominent signs where people may call 911 in case of emergency.
12. “North of Market Planning Coalition: Ten Years of Uniting the Tenderloin Community,” Heidi Swarts, 1988; NOMPC files.
13. See Tenderloin Real Estate Development, by Tony Robinson for Tenderloin 2000, 1991
14. According to the Residence Element of San Francisco’s Master Plan, sixty percent of condos are not owner-occupied, but are rented as corporate suites or de-facto tourist hotels on a daily or weekly basis.
15. Ibid.
16. Brad Paul, Former Deputy Mayor of Housing, Tenderloin 2000 interview.
17. During the past year of planning for the Tenderloin’s future, NOMPC conducted numerous door-to-door surveys with Hastings and neighboring residents, and held a community forum to ascertain the community’s ideal plan for the West Block properties.
18. Up to six floors of housing with primarily neighborhood serving retail commercial use on the ground floor. Residents identified desirable commercial uses as a supermarket, a movie theater, and an ethnic marketplace. Nonconforming uses such as office buildings or luxury hotels are prohibited.
19. In addition, the Mayor’s Office of Housing reports that rents for the lowest cost housing, i.e. residential hotels, have increased at a rate twice the citywide average. (“Housing in the Tenderloin: Issues in Preserving Affordability,” Mary Gail Snyder for Tenderloin 2000, 1991).

20. The hotline hotel program gave landlords large public subsidies to house homeless individuals, thereby inflating SRO rent levels. Southeast Asian refugees often had more than one family living in a studio, which bid the studio prices up. Without vacancy control, the Tenderloin, with its higher-than-average rate of turnover, experienced a steady climb in rents above the annual four percent allowed on occupied units.
21. On average, available rent for a hotel room without a kitchen is \$417 a month, and \$670 for a one-bedroom apartment (see "Housing in the Tenderloin"). Thus Tenderloin units are more costly per square foot than in the rest of the city because of their small size.
22. "Affordability" means having to pay no more than 30 percent of the gross household income on rent.
23. Since much of the housing deterioration is a result of deferred maintenance, the tenant should be protected from shouldering the financial burden of the upgrading.
24. The level of retrofitting recommended by the Tenants Coalition for Seismic Safety is "C," attaching floors to walls.
25. These recommendations resulted from two years of work by the Tenant's Coalition for Seismic Safety, of which NOMPC has been an active member. See issue papers and position statements for additional details.
26. Interest on amortization costs should not be higher than the lowest rates available to the landlord whether through private or publicly financing.
27. Forty-three percent of Tenderloin UMB units are apartments. Unlike residential hotels, Tenderloin apartment buildings do not have high vacancy rates to make relocation within the building possible. Families would not be able to temporarily relocate to SROs.
28. Relocation assistance includes moving costs and rent differentials up to \$500 per person or \$1500 maximum per household. The landlord should pay the tenant these amounts up-front, rather than by reimbursement.
29. Ivan Sarkany, Tenderloin inspector, Bureau of Building Inspection (see "Housing in the Tenderloin").
30. Residential hotels in the core of the neighborhood are in slum conditions. In addition to old age, reasons for this decay include real estate speculation, indifferent property management, troubled and transient tenants (exacerbated by the unstable "hotline" hotel program).
31. These buildings should then be transferred to a nonprofit development corporation for rehabilitation and management. Ensure adequate standards and "due process" of law for this procedure.
32. Allow loss of units to occur as a conditional use when furthering this goal, provided that permanently displaced tenants have adequate relocation assistance.
33. Richard Nguyen, manager of the Nathan Building at 340 Eddy Street, Tenderloin 2000 interview.
34. Including projects presently in the pipeline. See "Housing in the Tenderloin."
35. Tenderloin Real Estate Developments, by Tony Robinson for Tenderloin 2000, 1991.
36. Positive storefront uses have included Reality House West's Sizzler Restaurant and ExiTheatre, the 509 Cultural Center started by tenants of TNDC's Aarti Hotel, and now CCHC's William Penn Commercial Court, which will contain a small theatre, cafe and bakery training program for low-income residents.
37. Additional policies for expanding long-term affordability were addressed under Hastings, Section 8 housing, rental rehabilitation and seismic retrofit loans.
38. Earmark 25 percent of the city's Comprehensive Housing Affordability Strategy family housing goal for the Tenderloin.
39. Given the fact that over 40 percent of the Tenderloin's current population consists of families living in crowded units, and given the limited number of housing opportunity sites for new construction, consolidation is one of the few ways in which the neighborhood will be able to accommodate families.



40. Income guidelines defined as 50 percent to 120 percent of median income. Ensure that non-participating tenants are allowed to stay at consistent rent levels guaranteed in long-term affordability contracts.
41. 1991 "Commercial Survey of the North of Market Neighborhood," Tenderloin Youth Advocates.
42. Ibid.
43. For complete results and analysis, see the "Tenderloin Business Needs Assessment Survey," Tenderloin 2000 project, North of Market Planning Coalition, 1992.
44. Chinatown and 24th Street in the Mission District, both of which are non-redevelopment areas, have received \$3 million and \$1 million respectively for business/economic development from the Redevelopment Agency within the last year.
45. Existing small business support agencies such as neighborhood economic development organizations, and city programs, such as SEED, should earmark part of their budget and staff time to aggressively outreach and provide their services to Tenderloin merchants.
46. An incubator is a nurturing environment in which a limited number of indigenous entrepreneurs can receive complete professional business support services.
47. 1991 Commercial Survey, TYA
48. These include the Hospitality House Art Program, EXTheatre, 509 Cultural Center, the Tenderloin Reflection Center, George Coates Performance Works, BAWRC Children's Arts Program, the Women's Writers Workshop, the Tenderloin Writers Workshop and a number of outdoor cultural activities.
49. For example, Eddy, Larkin, Jones, Turk and Ellis Streets. The public improvements listed under the physical environment sections in combination with the economic development strategies should be concentrated on these pedestrian pathways.
50. Include promotional materials (e.g. brochures, maps of places of interests, history, walking tours, arts/cultural facilities, merchant directories, etc.), advertising for Tenderloin street-fairs, encouraging positive media coverage, and negotiating commitments from the Visitors Information Bureau and other groups to feature the Tenderloin on their lists of tourist destinations.
51. According to Jeanne Brooks of Saint Anthony's Foundation, the Tenderloin traffic circulation pattern allows commuters to conveniently drive-through and pick up drugs or prostitutes. Two-way streets with restricted turns would make the heavy use of the neighborhood's streets less appealing to commuters in a hurry.
52. Reducing the number of lanes may increase traffic congestion, discouraging use of Tenderloin streets as throughways and slowing traffic.
53. "1991 Tenderloin/Civic Center Parking Survey," Tenderloin Youth Advocates
54. The new structure should set aside a significant portion of its spaces for Tenderloin residents. Ideally, a number of subterranean parking structures would be built with six stories of affordable family housing above the second floor. See "Housing in the Tenderloin: Issues in Preserving Affordability" for a list of parking garage opportunity sites.
55. Forty-four percent of businesses surveyed expressed a desire to participate in a neighborhood sidewalk steam-cleaning program.
56. For a list of criteria developed by the Focus Group on Underutilized Properties, see "A Report from the Mayor's Tenderloin Task Force Subcommittee on Public Safety and the Environment."
57. Merchants surveyed indicated interest in a below-market rate loan for facade improvements.
58. Since most of these older buildings are made of unreinforced masonry, historic designation can help prevent demolitions and maintain affordable rents. If earthquake retrofitting becomes mandatory, then restoration loans could be packaged together with publicly-funded seismic rehabilitation assistance. The landlords' upgrading costs could be off-set by subsidies, thereby mitigating rent passthroughs otherwise absorbed by tenants.

59. Colorful ornamentation should adorn targeted commercial strips and entrance-ways to foster a positive image.
60. One archway could be installed on Eddy Street at Cyril Magnin above the Visitor's Information Center, and another could be placed as an entrance onto Larkin Street, the former reflecting the entertainment theme, the latter reflecting the Southeast Asian flavor.
61. In addition to promoting economic integration, locating small scale residential treatment programs in healthier settings such as traditionally exclusive, affluent communities is more effective for the client and more efficient for the taxpayer because recidivism rates are much lower.
62. For example, the Mayor's Office of Housing Comprehensive Housing Affordability Study goal of 1,000 new residential hotel units should be constructed in scattered sites throughout the city, and not in the Tenderloin.
63. Decentralized residential rehabilitation programs should be created throughout San Francisco.
64. The human resource development program should include: job counseling, pre-employment skills/job training, job referral and placement services, resident priority hiring agreements brokered with local businesses, and a Tenderloin public improvement job project.
65. For a thorough description of these needs, see "Children of the Tenderloin," Bay Area Women's Resource Center, 1987.
66. Bay Area Women's Resource Center and Tenderloin Youth Advocates have spearheaded this campaign. According to these and other neighborhood agencies, the new facility will require adequate staffing and augmentation of existing youth programs to be fully successful.
67. Other such facilities exist in the Mission, Chinatown, and Bayview/Hunters Point districts. The Tenderloin center would be used for cultural events, social clubs, town hall meetings, language classes, movies, weddings, senior dances, and multi-generational recreation programs from bingo to arts and crafts.
68. Design alley closures with removable or specialized barriers which allow passage of emergency vehicles such as fire engines.
69. A mini-plaza is a sidewalk expanded onto the street to envelop the width of the parking lane. Sidewalk plazas should be thoughtfully designed to discourage public nuisance and be built where parking is not needed, such as bus stop bulbs and street corners. They should be located in appropriate gathering points where positive activity already takes place, such as entrance-ways to community facilities. These plazas should include trees, landscaping, public art, bulletin boards, and street furniture such as benches.
70. BAWRC Tenderloin Grade School survey.
71. 1988 BAWRC household survey.



## ADDITIONAL ACKNOWLEDGEMENTS

*The Tenderloin 2000: A Comprehensive Plan for the Neighborhood*

Written by Morry Hermon, Tenderloin 2000 Project Manager

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### NOMPC MISSION STATEMENT:

*The North of Market Planning Coalition is a community-based organization whose goal is enlist, organize and enable Tenderloin residents to preserve and enhance the Tenderloin as a low-income residential area and improve the quality of life. NOMPC's mission is to bring together the diverse racial, ethnic and cultural groups and individuals of the Tenderloin neighborhood to work on common concerns and plan for the future.*

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## ***OTHER TENDERLOIN 2000 REPORTS, 1991-1992\****

### ***PUBLIC SAFETY***

*Crime in the Tenderloin*

by Tony Robinson and Morry Hermon

*A Report from the Mayor's Tenderloin Task Force Subcommittee on Public Safety and the Environment, August 1991*

by Suzanne Gautier, SF SAFE

### ***HOUSING***

*Housing in the Tenderloin: Issues in Preserving Affordability*

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*An Affordable Housing Action-Plan for the Tenderloin: NOMPC Focus Group on Housing*

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### ***COMMERCE***

*A Commercial Storefront Inventory and Analysis of the North of Market Area*

by Morry Hermon and Emily Taylor

*Results of the Tenderloin Business Needs Assessment Survey*

*The Tenderloin Economic Development Plan, Mayor's Tenderloin Task Force Subcommittee on Economic Development*

by Richard Livingston and Morry Hermon

### ***DEMOGRAPHICS***

*People of the Tenderloin: A Study of Special Needs Populations and Demographic Trends*

by Jean-Paul Samaha of Coro Foundation, and Morry Hermon

- Appendix includes *Social Services of the Tenderloin: A Complete Directory*

### ***COMMUNITY OUTREACH***

*Visions of the Tenderloin, Volume I: Results of the "Tenderloin 2000" Community Survey and Group Brainstorm Meetings*

by Morry Hermon

*Visions of the Tenderloin, Volume II: Interviews*

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